

VZCZCXYZ0001
OO RUEHWEB

DE RUEHC #7892 3491053
ZNY SSSSS ZZH
O 151050Z DEC 09
FM SECSTATE WASHDC
TO AMEMBASSY WARSAW IMMEDIATE 0000

S E C R E T STATE 127892

NOFORN

FOLLOWING STATE 127892 DATED 150910Z DEC 09 SENT ACTION RIGA,
TALLINN, VILNIUS, USNATO INFO ALL NATO POST COLLECTIVE IS BEING
REPEATED FOR YOUR ACTION.
QUOTE:

S E C R E T STATE 127892

SIPDIS
NOFORN

E.O. 12958: DECL: 12/03/2019
TAGS: [NATO](#) [MARR](#) [MCAP](#) [PREL](#) [EN](#) [LG](#) [LH](#) [PL](#)
SUBJECT: NATO CONTINGENCY PLANNING FOR OUR BALTIC ALLIES

REFS: A) USNATO 561 B) USNATO 464 C) VILNIUS 569
D) RIGA 514

Classified By: ACTING EUR A/S NANCY MCELDFOWNEY -FOR REASONS 1.4(B)
AND (D)

11. (U) This is an action cable. Please see paragraphs 2-3.

12. (S/NF) Summary and Action Request. The United States is developing a strategy for reaffirming both NATO and U.S. commitment to the core responsibility of the Alliance: collective defense. Examining NATO's approach to contingency planning will be one element of that strategy. Moving from country-specific to regional contingency plans is one potential method. Expanding EAGLE GUARDIAN could be a first step in favor of regional planning. USNATO should engage NATO Secretary General Rasmussen to begin to build support for expanding Eagle Guardian. In early 2010, the U.S. Military Representative (MILREP) at NATO HQ should take the following actions: 1) meet jointly with the Chairman of the Military Committee (CMC), the German MILREP, and other MILREPs as appropriate to urge the CMC to task the Supreme Allied Commander, Europe (SACEUR) to include the Baltic States in the revision of EAGLE GUARDIAN, and 2) approach the CMC and request that he task SACEUR to brief the Military Committee on each of NATO's contingency plans with guidance that he identify any gaps in those plans. We will be better positioned to consider a broader regional approach after receiving SACEUR's assessment

USNATO and Action Embassies are asked to engage with appropriate Baltic and Polish officials before December 16 to outline the U.S. position, while stressing the need to keep details related to NATO's military plans confidential. Contingency points are also provided at paragraph 4 for responding to public inquiries. End Summary and Action Request.

13. (S) Washington shares USNATO's goal of a non-politicized process for moving forward. Washington believes that increased public attention on the issue could complicate our efforts to achieve that goal. We need to make that point clearly to our Baltic Allies and Poland, while also underscoring that we take their request for NATO contingency planning seriously and support steps to address their concerns. We understand Baltic and Polish leaders will meet on December 16 and will discuss, among other topics, NATO contingency planning. It will be important to engage with Baltic and Polish officials in advance of that meeting to both outline our support for expanding EAGLE GUARDIAN, and our vision for a process that can deliver a successful result. In discussions with Baltic and Polish officials, Action Posts should draw upon the points below.

(S/REL NATO) Begin Talking Points:

FOR RIGA, TALLINN, AND VILNIUS

-- The United States has taken careful note of the repeated requests by all three Baltic states for NATO contingency planning for the defense of the Baltic region.

-- The United States believes that NATO - as a matter of course - should conduct appropriate contingency planning for the possible defense of Allied territory and populations. NATO's Article 5 commitment requires no less.

-- As President Obama said in Prague: "We must work together as NATO members so that we have contingency plans in place to deal with new threats, wherever they may come from."

-- After spending the last several months examining options on how to carry out NATO contingency planning for the Baltic states, the United States has decided that the best course of action would be to take advantage of the ongoing revision of the existing defense of Poland plan, EAGLE GUARDIAN. EAGLE GUARDIAN could be expanded to include the defense of the Baltic states. This expansion is a logical military extension of the existing contingency plan and fits well within the scenario posited by EAGLE GUARDIAN.

-- We would also like to make clear that we see the expansion of EAGLE GUARDIAN as a step toward the possible expansion of NATO's other existing country-specific contingency plans into regional plans. This is the first step in a multi-stage process to develop a complete set of appropriate contingency plans for the full range of possible threats -- both regional and functional -- as soon as possible. At the same time, we believe contingency planning is only one element of NATO's Article 5 preparedness.

-- The United States is prepared to work closely with NATO Military Authorities and with other Allies to forge a consensus in favor of expanding EAGLE GUARDIAN to include the defense of the Baltic states, starting immediately in the new year when NATO reopens following its winter break.

(S/REL NATO) FOR WARSAW

-- The United States has taken careful note of the repeated requests by all three Baltic states for NATO contingency planning for the defense of the Baltic region.

-- The United States believes that NATO - as a matter of course - should conduct appropriate contingency planning for the possible defense of Allied territory and populations. NATO's Article 5 commitment requires no less.

-- As President Obama said in Prague: "We must work together as NATO members so that we have contingency plans in place to deal with new threats, wherever they may come from."

-- After spending the last several months examining options for how to carry out NATO contingency planning for the Baltic states, the United States has decided that the best course of action would be to take advantage of the ongoing revision of the existing defense of Poland plan, EAGLE GUARDIAN. EAGLE GUARDIAN could be expanded to include the defense of the Baltic states.

-- This expansion is a logical military extension of the existing contingency plan and fits well within the scenario posited by EAGLE GUARDIAN. In fact, defending Poland necessarily entails defending the Baltic states, as well.

-- We would also like to make clear that we see the expansion of EAGLE GUARDIAN as a step toward the possible expansion of NATO's other existing country-specific contingency plans into regional plans. This is the first step in a multi-stage process to develop a complete set of appropriate contingency plans for the full range of possible threats - both regional and functional - as soon as possible. At the same time, we believe contingency planning is only one element of NATO's Article 5 preparedness.

-- The United States is prepared to work closely with NATO Military Authorities and with other Allies to forge a consensus in favor of expanding EAGLE GUARDIAN to include the defense of the Baltic states, starting immediately in the new year when NATO reopens following its winter break.

-- We do not believe that this will result in any significant delays for concluding the EAGLE GUARDIAN revision. Nor do we believe that this in any way endangers planning for the defense of Poland. In fact, we believe that the planning for the defense of Poland will be much more robust with the inclusion of the Baltics.

(S/REL NATO) POINTS ABOUT PUBLIC DISCUSSION OF PLANS (FOR USE AT POST'S DISCRETION)

-- The United States believes strongly that such planning should not be discussed publicly. These military plans are classified at the NATO SECRET level.

-- The Alliance has many public diplomacy tools at its disposal. Contingency planning is not one of them. What we should do is explore other public steps for demonstrating the vitality of Article 5, such as exercises, defense investment, and partnerships.

-- Public discussion of contingency plans undermines their military value, giving insight into NATO's planning processes. This weakens the security of all Allies.

-- Public discussion of the plan would also make it politically much more difficult for some Allies to support the EAGLE GUARDIAN revision, creating divisions within the Alliance and throwing the whole project into doubt.

-- A public discussion of contingency planning would also likely lead to an unnecessary increase in NATO-Russia tensions, something we should try to avoid as we work to improve practical cooperation in areas of common NATO-Russia interest.

-- We believe that the proposed revision of EAGLE GUARDIAN is achievable and will represent a significant response to the Baltic request for contingency planning.

-- We hope that we can count on your support in these efforts, including on keeping discussions on NATO contingency planning out of the public domain.

-- We should work together on using exercises, defense investment, and partnerships to demonstrate to our publics that Article 5's value ultimately lies in NATO's capabilities and deterrence, rather than specific planning.

(C) FOR ALL ACTION POSTS -- IF ASKED

Q: Why wait until the new year? Why not start now?

A: NATO Headquarters is heading into its winter break, when only a skeletal staff is in place. Our ability to achieve success in this matter will be substantially improved once senior Allied personnel have returned to work early in the new year. We pledge to take the matter

up expeditiously at that time.

Q: Will waiting until the new year give NATO Military Authorities sufficient time to complete the revision of the EAGLE GUARDIAN?

A: According to our conversations with NATO's senior military authorities, beginning the process of incorporating the Baltic states into EAGLE GUARDIAN in early January still gives them sufficient time to complete the revision by February as originally planned.

14. (C) Washington strongly prefers that discussion of NATO's contingency plans in general, and the possible expansion of EAGLE GUARDIAN in particular, remain in confidential channels. However, posts may use the points below if necessary in responding to public queries about these issues.

(U) PUBLIC/PRESS INQUIRIES -- IF ASKED:

-- NATO does not discuss specific plans.

-- As a matter of course, however, NATO does planning in order to be as prepared as possible for whatever situations might arise, particularly as relates to its ability to carrying out its Article 5 commitments.

-- Plans are not static. NATO is constantly reviewing and revising its plans.

-- NATO planning, however, is an internal process designed to make the Alliance as prepared as possible for future contingencies. It is not "aimed" at any other country.

-- President Obama acknowledged this when he said at Prague that "We must work together as NATO members so that we have contingency plans in place to deal with new threats, wherever they may come from."

CLINTON UNQUOTE CLINTON